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ABSTRACT

Fifty years of planning in the Georgia statewide system of public higher education is reviewed. Based on planning completed by survey experts in 1933 and a 1940 re-study of conditions in the university system, recurrent themes were identified including the following: the geographic distribution of institutions and programs, the role of general education, and the preparation of public school teachers. A 1949 report that addressed these recurrent themes as well as institutional functions, postwar adjustments, and future financing, is discussed. Attention is also directed to: planning as ad hoc problem solving, a study of the state's need for nurses and other paramedical personnel, statewide planning in the 1960s, the Governor's Commission to Improve Education, the Regents Study of Community Colleges, a study of the appropriate role of each institution within the university system and the appropriate scope of its activities, the Governor's Committee on Postsecondary Education, the Second Governor's Committee, studies to assess progress being made toward state-level goals and objectives in postsecondary education, a study committee on finance, and the Regents Needs Assessment Study. Seven maps of state jurisdictions showing types of colleges within each geographic area are appended. (SW)

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PLANNING FOR A STATEWIDE SYSTEM OF PUBLIC HIGHER EDUCATION: FIFTY YEARS OF TRIAL, ERROR, AND EVENTUAL SUCCESS IN GEORGIA

BY
CAMERON FINCHER

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Institute of Higher Education
The University of Georgia
Athens, Georgia
1984

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by

Cameron Fincher
Institute of Higher Education
University of Georgia

Paper presented in the College of Education Meet-the-Scholar Series at the University of Georgia on February 24, 1984

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FOREWORD

An invitation to participate in the College of Education Meet-the-Scholar Series implies a certain bit of license to make a personal statement. In the paper that follows, several opportunities are taken to say again what I have said before under the pseudonym of "committee" or "staff." It has been possible to resurrect some fond phraseology that did not survive editing and in one case, it has been possible to bring "out of the closet" a classification of institutions in which I have always had parental pride. On other occasions the paper hints at possibilities that some things are not new; they are merely recurrent.

Any of the above is sufficient to account for the unevenness of style that follows. In writing the paper, I have vascillated between "objective reporting" and "personal reaction." I have not consistently used the terminology of original planning reports and I could never decide whether planning recommendations should be in the past tense or the present tense. Some, I suspect, should have been stated in the future tense, because they are as relevant – and unimplemented – today as when first expressed.

What follows is a review of fifty years of planning for a statewide system of public higher education. Since Thomas W. Mahler has been associated with that planning for the majority of his professional career, it seems quite appropriate to dedicate this paper to him. Tom Mahler hired me for my first job over 32 years ago and has remained a genuine friend throughout those years. It was through him that I became involved in planning and it is from him that I have learned much of what I know about planning.

Cameron Fincher
Regents Professor and Director
Institute of Higher Education
February 24, 1984

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PLANNING FOR A STATEWIDE SYSTEM OF PUBLIC HIGHER EDUCATION: FIFTY YEARS OF TRIAL, ERROR, AND EVENTUAL SUCCESS IN GEORGIA

The University System of Georgia was created August 28, 1931. On that date Governor Richard Brevard Russell, Jr., signed a legislative act designed "To simplify the operations of the Executive Branch of the State Government." Section 45 of that Act created a branch of government to be known as the Board of Regents of the University System of Georgia and transferred to that government agency responsibility for 26 institutions engaged in education or research. (See Figure 1.)

The Act did not immediately give the Board of Regents authority to close institutions or to allocate funds to the separate units, but such responsibilities were soon given to the Regents by the General Assembly. The wisdom and strength of Section 45 are found in its establishment of an independent governing body for institutions of higher education and in its provisions for a professional staff for the administration of statewide policy. The Regents were specifically authorized to determine policies, advise their appointed chief executive, and check on his execution of policy.

Transferred to the Board of Regents were: three institutions in Athens (the State Teachers College, the College of Agriculture, and the University itself); twelve A&M schools or their variants; two women's colleges (GSCW and the institution that later became Valdosta State); three institutions for blacks; one medical and one engineering school; and two experiment stations (Griffin and Tifton).

Planning By Survey Experts

The First Works Report

Upon his elevation from the presidency of the University of Georgia to the Regents' first chancellorship, Dr. Charles M. Snelling requested funds from the General Education Board to conduct an impartial survey of the newly created statewide system. Funds were granted for a survey that began in May 1932 and was concluded in February 1933. Dr. George A. Works, professor of higher education at the University of Chicago, was appointed chairman of the Survey Committee. The report submitted to the Board of Regents was entitled simply, "Report to the Board of Regents of the University System of Georgia."

Men bers of the Survey Committee were among the best-known educators of the day. Included were: George F. Zook, then president of the University of Akron; L.D. Coffman, president of the University of Minnesota; Charles H. Judd, dean of education at the University of Chicago; and Edward C. Elliott, president of Purdue University. The report presumably was written by the

Survey Committee, with its chairman doing the majority of the writing. Thus, the report became known after 1943 as the first Works report.

Specialists brought in for particular portions of the survey were also well known in educational circles. Among those later involved in other planning surveys or state studies were A.J. Brumbaugh, then dean of students at the University of Chicago, and Doak S. Campbell, then at Peabody College and later president of Florida State. Each of the specialists prepared a written report for submission to the Survey Committee and the committee's report is more or less a distillation of the various reports by the several specialists.

The contents of the first Works report dealt, as would be expected, with the problems and issues of reorganization and coordination at the state level. Close attention was given the duties and responsibilities of the Board of Regents as a state governing body, the duties of the Chancellor and his staffing needs, the need for internal governance structures through the establishment of several university councils, and the state's obvious need for institutional retrenchment and redirection. The recommendations made by the Survey Committee were specific and to the point, with no hesitancy on the part of its members to recommend the closing of institutions or their conversion to meet the needs of the state.

Among the recommendations made was the discontinuance of four-year programs at North Georgia College, the Georgia State College for Men in Tifton, the Georgia State Women's College in Valdosta, and the Bowden State Normal and Industrial College. The committee saw possibilities for conversion to two-year status at North Georgia and the Valdosta institution but believed Carrollton to be a better site for a junior college on the western side of the state. Bowden State N&I could be abandoned because its physical plant had "but little value" and the physical facilities at the Tifton men's college could be better used by the experiment station there.

The committee was emphatic about the discontinuance of secondary school work within the University System. A&M schools, or their variants, in Monroe, Carrollton, Powder Springs, Madison, Clarkesville, and Barnesville – along with Middle Georgia and South Georgia colleges – should be closed because they either limited their work to high school subjects or did no work of a distinctive quality. General education, as the heart of junior college curricula, should be offered in the senior institutions (with the exception of Georgia Tech) and adult education, as the dominant form of general extension, should be offered in institutions with related strengths in curriculum and instruction.

Miscellaneous problems considered by the Survey Committee included: (a) nepotism – one president had three members of his family on the payroll; (b) summer schools – with a recommended reduction in number and better state support for those remaining; (c) student records and library facilities; (d) the

lack of a common or uniform curriculum in the first two years; (e) faculty inbreeding – 26 percent of CAS faculty had both BA's and MA's from UGA; (f) the absence of a retirement plan for faculty; (g) the fact that no college in the state had an "entirely adequate [student affairs program] either in scope or organization"; (h) the efforts of institutions to make money on dormitories and dining facilities as a means of paying other bills; and (i) the lack of close integration of athletics and academics.

Although the first Works report recommended the reduction of University System units to no more than nine or ten, the Regents succeeded only in reducing the number of their units to seventeen , six senior institutions, six junior colleges, three colleges for blacks, and two experiment stations. This feat was accomplished by such actions as converting the Tifton men's college into Abraham Baldwin Agricultural College, a junior college with a special emphasis on agriculture.

Also established by the Board of Regents was a Department of Adult Education which was intended to include all extension activities of the University System with the exception of home economics and the Cooperative Extension. In practice, however, the Department of Adult Education evolved into a Division of General Extension and the University System of Georgia Center in Atlanta, the latter with its Evening College and its Junior College – only later to become the Atlanta Division of the University of Georgia and then Georgia State University.

The Second Works Report

In 1940 the Board of Regents was again able to obtain from the General Education Board funds for "a re-study" of conditions in the University System. Dr. George A. Works was employed as director of the survey and his report, delayed until 1943, gives a disquieting overview of higher education in Georgia on the eve of World War II. Drawing heavily from his earlier report, Works' second report documents the limited support given public higher education in the depression years and defines the problems and issues that would confront the University System when the national emergency was over.

The limited support given public higher education is shown by a record of ten straight years in which the state funds received by the University System fell short of the funds appropriated by the General Assembly. Not until 1940 did the University System receive its full state appropriation of $1.75 million. Failure to implement the recommendations of the earlier Works Report is shown by repeated recommendations: (a) to strengthen the Chancellor's professional staff through the appointment of a vice chancellor responsible for fiscal and budgetary matters; (b) to adopt uniform budgetary forms and procedures for the separate units and a complete, consolidated budget for the University

System; (c) to separate purchasing for the University System from the office of the state purchasing agent; and (d) to develop a more serviceable committee structure to assist the Chancellor in high systemwide administrative duties.

The major educational problems of the day were found in the areas of: (a) agriculture, (b) engineering, (c) higher education for blacks, (d) student personnel services, (e) teacher education, and (f) the junior colleges. Although the University System had made some progress in each of these areas since the earlier report, major problems remained and some had been intensified by social and economic conditions of the previous decade.

As an example, Abraham Baldwin has shown consistent growth since its conversion to a junior college but its mission had become confused. Intended for the training of farmers and homemakers, its two-year program served transfer and continued-study purposes to a greater extent. At least 48 percent of ABAC graduates continued their education elsewhere while only 30 percent actually engaged in farming. The survey committee recommended that the curriculum be reviewed with consideration of both a preparatory and a terminal curriculum.

The Survey Staff noted again the University System's need to integrate resident instruction, extension services, and applied research in agriculture. The need for integration of these functions was identified as the most important issue faced by the Board of Regents in the field of agriculture. As for veterinary medicine, the Works report recommended that its professional curriculum at the University of Georgia be discontinued.

The most pressing problem in engineering education was the inadequacy of its funding. Georgia Tech's annual expenditures were barely a million dollars and the per-student instructional cost of $270 was regarded by experts as "wholly inadequate." The institution's role as something more than a local or state institution was noted and the state's failure to provide adequate facilities was deemed contrary to the state's desire to exercise control. Specifically noted in the report was the forthcoming retirement of Dr. M.L. Brittain, the president, and the urgency of a replacement by someone "widely recognized for his standing in science or engineering as well as for his qualification as an administrator and leader." [p.76]

In reviewing the status and support of the three state-supported colleges "for Negroes" the Survey Staff reaffirmed its earlier recommendation that "a more liberal policy of support" was needed. The need for better support was shown by the low salaries paid faculty members in the black colleges – and the survey committee asked that "more ample state support" be put as "the first and most important recommendation of this section" of their report. Significantly, the report refers to "the Gaines case" and then recommends: (a) the material strengthening of undergraduate, general education programs at the three Georgia institutions; (b) the strengthening of professional training in agriculture,

home economics, and teacher education; and (c) the provision of scholarships for graduate and professional study. Within these recommendations the report notes that Atlanta University "is in a position to meet the needs of students in certain fields of graduate and professional study" and asks the Chancellor, along with the three presidents of the black institutions, to prepare a list of such institutions acceptable to the Board of Regents.

In the area of student services, the Works report suggests that progress has been made – but again, progress has not been sufficient. To meet such insufficiencies, the Survey Staff recommends the appointment of "a coordinator of student personnel services" but hastens to add that "an Assistant to the Chancellor and a Business Manager" should be given precedence. Noting that the University System had appointed a University Examiner to develop "through tests and measurements a competent program of student personnel and guidance" [p. 92], the Survey Staff endorsed the need for "inquiry and experimentation" in student personnel work and specifically pointed out the importance of diagnosing reading disabilities, poor study habits, and other learning difficulties that students may have. Further recommendations included: (a) the development of a statewide testing program in the high school, (b) a special study of student financial aid, (c) the "cooperative interpretation" of the University System through better publicity and conferences of high school principals and counselors, (c) better housing for students, (e) and a uniform system of application blanks, student record forms, etc.

In studying the state's junior colleges the Works report turned up many problems that would be a matter of concern among later planning groups. The Survey Staff pointed to the difficulty of reconciling two years of general education in a junior college with advanced or professional education, such as engineering. Recognizing Georgia Tech's need for early specialization and the unlikelihood that junior colleges could offer adequate preparatory work for engineering, the surveyers could only suggest consideration of a five-year engineering program for junior college transfer students. (See Figure 2.)

Reviewing the conflicting purposes of junior college programs, the Survey Staff identifies: (a) a terminal curriculum contributing to citizenship or social intelligence, (b) vocational curricula adapted to local opportunities, and (c) senior college preparatory curricula. Works restates the first report's views on the emerging role of community colleges and recommends state support to local communities for the purpose of developing such colleges and placing them under the control of the State Board of Education. With these recommendations are a discontinuance of Middle Georgia and South Georgia as two-year units – and the continuance of Georgia Southwestern only as long as there is a need for elementary teachers trained at the junior college level. The report thus envisions a more tidy University System with general education being offered at

four senior institutions and three junior colleges. Vocational curricula should be offered only if local conditions justify their presence. Inconsistent with these views is the recommendation that Savannah State offer courses in "trades and industries at the sub-collegiate level" unless other agencies can assume the responsibility.

A particularly interesting feature of the second Works report is its discussion of survey courses as a means of extending general education and the use of systemwide examinations as a means of inter-institutional coordination. Survey courses constituted at least 50 percent of lower-division coursework and the requirement was apparently satisfied by taking two courses each in the biological sciences, the humanities, the physical sciences, and the social sciences. Systemwide examinations were developed by having each teacher of survey courses submit items to an editing committee, selected from within their ranks, and then to a final editing by the University Examiner F.S. Beers. Exam grades were scaled in standard deviation units and grades assigned on the basis of a predetermined distribution: A's (7%), B's (18%), C's (45%), D's (20%), F's (10%). Relying upon a report prepared by John Stalnaker, the Survey Staff recommended extensive revision of the examinations and their administration on an annual instead of quarterly basis.

Graduate education and research are treated in the second Works report in a chapter entitled "Miscellaneous Problems." All graduate instruction was offered at the University of Georgia and Georgia Tech, and the problems of such were evidently not regarded as a systemwide concern. Discussed at greater length in the same chapter were the problems of the University System of Georgia Center, the only unit of the University System not accredited by the Southern Association of Schools and Colleges. Among the problems discussed by the survey committee were: (a) the dubious offering of three years of coursework in the liberal arts, (b) the heavy reliance on part-time instructors drawn from the business community, (c) excessive teaching loads, and (d) the institution's sole dependence on student fees for income.

The concluding chapter of the second Works report deals with the finances of the University System and depicts in good detail the deplorable financial support given public higher education in Georgia. Virtually all data are for 1940-41, the last year of normal operations before the nation's entry into World War II, a fact that lends further significance to the report itself.

The figures tell a sad and discouraging story. With a per capita income of only $297, Georgians could look only to Mississippians, Arkansans, Alabamians, and South Carolinians as making less. Yet, Georgians spent only 39 cents each on higher education while their four sister states spent at least 53 cents (Mississippi) and as much as 84 cents (Alabama). As the largest unit of the University System, the University of Georgia enrolled the full-time equivalent of

3,901 students but had only $1.08 million to spend on their education. West Georgia, the smallest unit, had only $70,582 to spend.

The total cost per student-credit-hour in the University System ranged from $6.15 at the University to $2.25 at the University System Center. From the University's per-student-credit-hour cost, 49 cents was spent on administration and general overhead; $1.13 was spent on plant operation and maintenance; 43 cents was spent on the library; leaving $4.10 for instruction. Each of the junior colleges spent less than $2.00 per student-credit-hour.

Full-time-student expenditures ranged from $277 at UGA to $101 at the University System Center. Only the University, Georgia Teachers, and Valdosta State, among the senior institutions, spent as much as $10 per student for books. Within the University of Georgia, instructional costs ranged from $17.20 per student-credit-hour in education to $2.28 in journalism.

The Survey Staff apparently went to great pains to demonstrate the merits of unit costs in financing and budgeting. They recommended that each institution submit its annual budget to the Regents in terms of unit costs, using the full-time-student equivalent as the basis. They make a particularly strong case for increased support by pointing out that the actual appropriation to higher education had decreased since the University System was created, having been reduced 40 percent in a single year (1938-1939). Appropriations were reduced despite an increase of 70 percent in student enrollment (from 8,035 students in 1933-1934 to 13,736 in 1940-1941).

The final recommendations made by the committee call for increased salaries for administrators, faculty, and staff; increased support for graduate instruction; more liberal support for the Division of General Extension and the University System of Georgia Center; "much more ample facilities . . . and provision for instruction" for the higher education of blacks; and the addition of $50,000 to funds for miscellaneous purposes. If granted, the suggested budgetary increases would come to $600,000 and raise the University System's then current income to a total of $2.5 million.

Recurrent Themes

The two Works reports have been discussed at length not only because they depict the difficulties of establishing a statewide system of public higher education under extremely adverse conditions, but also because the two reports identify many recurring problems, issues, or concerns in statewide planning for higher education. All planning committees or commissions have considered, in various ways, certain persistent problems that demand attention and yet permit little more than a transitory solution. Some of the planning concerns and/or issues identified in the Works reports and continuing to demand attention in later years were:

1. The geographic distribution of institutions and programs in ways that will satisfy the educational needs of the state and meet public demands for institutional efficiency and effectiveness. The first Survey Committee explicitly approached its responsibilities "with an eye single to the needs of the state as a whole." [p.13]
2. The role of general education in the undergraduate curriculum, as opposed to learning needs and interests that are satisfied through specialization. Efforts to confine specialization to upper-division coursework, to require a common or core curriculum in the freshman and sophomore years, and to specify general educational outcomes that all college graduates should meet are but a few ways in which this particular issue has been considered.
3. The preparation of public school teachers as responsibility of institutions of higher education and the difficulties of cooperation among accrediting agencies, certification requirements, colleges of education, state boards of education, and governing boards are undobtedly a perennial issue in education.
4. Agriculture, business, and engineering are three areas of specialization in higher education that always appear in a process of rapid change and apparently require continuing revisions of curricula with accompanying updates in instructional methods and materials.
5. A basic conflict between education for "social intelligence" or personal development and training for specific careers or professions is evidently encountered at some stage of planning by all groups and committees.
6. The access of blacks to higher education and their distribution within areas of specialization continue to pose planning problems that will sooner or later be discussed. These problems are related to or compounded by the conflict between education and manpower training.
7. The fundamentals of organization, funding, and financing. How can programs of instruction be effectively organized and how are they to be financed (i.e. how much should parents and students pay? how much should state and society be responsible for?)
8. The provision of part-time, irregular, on-demand education to non-collegiate-age adults who work for a living and desire educational opportunities that do not conflict with work schedules. Such provision would appear to be the origin of the University System of Georgia Center in Atlanta -- and its later development into Georgia State University. Whether called adult, continuing, nontraditional, or lifelong learning, the form of education sooner or later becomes a part of the educational planning agenda.

Planning in the Post-WWII Years

The Strayer Report

In 1949 the Board of Regents again found funds for a statewide survey by out-of-state experts and specialists. The survey began in September that year and was concluded on December 15th in time for consideration and action by the General Assembly convening in January 1950. The director of the survey was George D. Strayer, formerly director of the Division of Field Studies at Teachers College, Columbia University. Although submitted as "a staff report," the published report has always been known as the Strayer Report. Like its predecessors, the Works reports, the Strayer Report is simply titled as "A Report of a Survey of the University System of Georgia."

More extensive in scope and more intensive in its analyses than the Works reports, the Strayer Report is a comprehensive study of the University System of Georgia in the years following World War II and the closest thing to a "blueprint for system-wide development" the Regents had until the Governor Carl Sanders Commission To Improve Education in the 1960s. The Strayer Report addresses each of the issues identified in the second Works report and arrives at many recommendations that are compatible with the earlier surveys but makes some recommendations that are contrary.

The Strayer Report begins by meeting head-on one of the University System's most irritating problems. The first lines in the report read, "The competitive ambitions of individual institutions must be subordinated to the responsibilities of the state-wide system of higher education." [p.1] The report then restates the Regents' responsibilities, their delegation of specific activities and functions to the separate institutions, and their maintenance of authority through "supervisory officers." Thus, the most important contribution that any institution can make to the social and economic development of the state is the preparation of professional personnel for service in the state's colleges and schools. Explicit recognition is given the University System's responsibility to prepare college and university teachers and administrators.

To prepare professionally trained teachers for the public schools, the University System should recognize a minimum standard of four years of college training and move from there to higher standards. Facilities must be improved and increased for such purposes, with "a broad general education" as "a necessary portion of any program" [p.11]. Evidently to settle territorial squabbles, the Survey Staff recommends the form and level of programs that each institution should develop. Georgia Tech and the state's junior colleges are to enter no field of teacher education while the University of Georgia should be the state's one comprehensive teacher preparatory institution. The "special fields" of education (agriculture, home economics, physical education, business

education, fine and industrial arts) are then "allocated" to the other institutions on the basis of faculties and facilities. Academic subjects (English, science, history, mathematics, etc.) were not similarly allocated but more or less assumed to be a function of four-year colleges preparing high school teachers for specific fields.

In addition to laboratory schools for practice teaching, the University System needed programs for the inservice training of teachers already employed in the public schools. A need that could not "be too strongly emphasized" was in the areas of research, graduate work, and professional education. The University System's paucity of resources in these areas was charitably treated by the Survey Staff, but the sad state of affairs is nonetheless evident. Recommended as "the one great center for graduate and professional education and for research" was the University of Georgia. The Georgia Institute of Technology should be permitted to add a doctoral degree in mathematics to the already authorized PhD's in physics and chemistry while the Medical College should remain an independent unit and offer the master's degree in the clinical and technological fields of medicine.

Noting that in March 1949 the Regents had at last merged the Agricultural Experiment Stations and the Cooperative Extension Service with the UGA College of Agriculture, the Survey Staff endorsed the Regents' authority in matters of internal organization for the College of Agriculture and recommended the establishment of an Agricultural Research Council. They then suggested that the organization and procedures of agricultural research might serve as a pattern for other organized research units within the University System.

The Strayer Report strongly emphasizes the linkage of research with graduate education and endorses the organization of graduate schools with a right to designate graduate faculty members who are qualified for graduate instruction. Such a school should also have the right to approve any course to be taken for graduate credit. It should also have its own budgeted funds to encourage research and thereby tie research more firmly to graduate instruction.

In considering the diverse extension services offered within the University System, the Survey Staff concludes that an "institutional division" of extension services along geographical or functional lines is impractical and recommends the "voluntary or compulsory coordination" of extension services to form one statewide agency. Coordination should be a responsibility of a system officer on the Chancellor's staff who would be assisted by an Extension Council representative of the various institutions. The general extension service of the University of Georgia had many elements which the Survey Staff believed applicable to the statewide effort.

Institutional Functions: The mission or role of each unit of the University System is carefully delineated in the Strayer Report. Georgia Tech, the Medical College, North Georgia, Georgia State College for Women, and Georgia Teachers College were assigned distinctive missions in keeping with their titles and their historical development. Valdosta State should be developed as a co-educational college of arts and sciences, with a program for preparing elementary school teachers. The University of Georgia, as already implied, should continue as the major institution in the University System with a full range of undergraduate, graduate, and professional programs and with broad applications of its research and extension services.

The delineation of roles for the historically black institutions was quite explicit. Fort Valley State was to be the state's college for blacks in agriculture and home economics, with possibilities for granting master's degrees in those fields. Savannah State should be developed as the state's college for blacks in industrial and business fields, with secondary emphases on elementary teacher education and programs in the arts and sciences. Albany State should be the state's college of arts and sciences for blacks, with a larger emphasis on elementary teacher education than the other two historically black institutions.

The problem child for the Survey Staff was the Atlanta Division of the University of Georgia. Although recommending independent status for the institution, the Survey Staff confined their recommendation to the awarding of bachelor's degrees in business administration. Only two years of academic work were to be given in arts and sciences but "pending the establishment of a junior college by the City of Atlanta," the institution should continue to offer two-year diploma programs in business. These recommendations were implemented six years later when the Atlanta Division became the Georgia State College of Business Administration.

In a separate chapter the Strayer Report fully delineates the role and functions of the state's junior colleges but recommends their disassociation from the University System. The junior college "movement" is depicted as the addition of upper division work to a state's common school system. Providing two-year vocational programs for students uninterested in a collegiate education, junior colleges nonetheless offer general education as a strong component of terminal or career curricula and serve also to prepare students for transfer to four-year colleges, if they so desire. As "a local institution" a junior college also provides a program of adult education. Thus, they should be administred by local school boards, or by another board representative of a larger area that should constitute a junior college district. Junior college would be, of course, under the general supervision of the State Board of Education and the state should continue to support them, along with funds raised through local taxation. Although eloquent in persuasion and 15 pages in length, this particular chapter

contains not one single recommendation ever implemented by the Board of Regents.

Postwar Adjustments: The Strayer Report is a milestone in the University System's development for many reasons. It depicts in good detail the status of public higher education in the years following World War II and demonstrates the changes in institutional composition that had taken place since the University System's creation almost twenty years earlier. When the Strayer Report was received by the Board of Regents, they were responsible for fifteen institutions of higher education, an appreciable reduction from the twenty-six units they inherited. If the Evening School and Technical Institute of Georgia Tech are counted separately, the total number is seventeen. Three of these units remained colleges for blacks; five were two-year or junior colleges; and at least seven were senior institutions. (See Figure 3.)

Only indirectly does the Strayer Report reveal the implementation or ignorance of recommendations found in the earlier Works reports. Middle Georgia and South Georgia colleges were still intact; North Georgia was a four-year college; and the Atlanta Division was accredited only by virtue of its designation as a division of the University of Georgia. Per-student instructional costs were still lower at the Atlanta Division ($195) than anywhere else and student fees still accounted for the vast majority of institutional income. Georgians still paid a higher proportion (34.2%) of their educational costs than other southerners (21.8%) or Americans (18.6%) did. And yet, the University System had grown significantly and was, by most measures, a stronger, more mature system of public higher education. Not unrelated to its growth and development was its weathering of disaccreditation by the Southern Association of Schools and Colleges in the early 1940s because of political interference and its later inclusion as a constitutional body in the new state constitution adopted in 1945.

The Strayer Report may be read, nonetheless, as an indictment of educational quality following the unplanned growth of the postwar years. Returning veterans overcrowded classrooms as they took advantage of the G.I. Bill and student housing, food services, and student personnel programs can only be judged as deplorable for most campuses. Dormitory facilities and services were frequently inadequate because of "deferred maintenance" during the war and their excessive use in the years immediately following. Overcrowding created, in many cases, what the Survey Staff regarded as "a serious health hazard" and the obsolescence of some buildings was "a grave menace" to student safety.

To solve its "deferred maintenance problems" the University System would need, according to Survey Staff estimates, almost $1.4 million – over $600,000 at Georgia Tech alone. With almost no exceptions, dormitories

on the separate campuses were operated at an appreciable profit. Seldom has the need for planning been more clearly demonstrated.

Financing the Future: The Strayer Report gives close attention to the administration and governance of the University System; its budgeting, accounting, and reporting needs; and its organizational structure and procedures. The report then addresses the University System's need for adequate financing in its efforts to meet increased demands for education beyond the high school. Enrollments in the University System are shown as almost doubling (81.4%) in the decade of the 1940s and projected enrollments are given up to 1964-1965. Veterans were expected to have received all educational benefits by the mid-1950s, but the projected enrollments are necessarily low because of educational trends and developments that the Survey Staff could not take into consideration. The estimated demand for the services of the University System shows a decline until 1954-1955 and a slow, gradual increase until 1964-65 when enrollments were expected to exceed 44,000 students.

In retrospect, the recommendations of the Survey Staff are understandably cautious. Faculty salaries should be raised an average of 12.5 percent; at least $250,000 is needed for various improvements within the System and the strengthening of graduate education; and the Atlanta Division should receive another $250,000 for needed improvements there. The sum of $500,000 would permit the Regents to add needed specialists to their central office staff.

To meet its financial needs, the University System should seek support from the State on the basis of "comprehensive plans looking to the future." Aid from philanthropy should also be sought but not to the extent that it might reduce state support. Tuition should be reduced to about 25 percent so that students pay a smaller proportion of their educational expenses. Housing, food, and other student services should be improved but offered to students at a figure much closer to actual cost. And finally, if state support for current operations and capital outlay could be increased immediately to $13.2 million (an absolute increase of $7.7 million), the annual appropriation at this level should suffice until about 1958.

Planning As Ad Hoc Problem Solving

Although the Strayer Report continued to be discussed during the 1950s, planning, as a systemwide function or activity, went into a state of almost total eclipse. The Brown v. Board of Education decision of 1954 created a political climate in Georgia that made planning a suspected manipulation to bring about integration. The Junior College Act of 1958 made possible the establishment of Columbus College and brought Augusta College and Armstrong State, two locally controlled junior colleges, into the University System, but anything resembling statewide or systemwide planning was at a standstill. When in 1955 the Atlanta Division was separated from the University of Georgia, the triggering mechanism was a legislative committee and not a public planning commission. These were the years, according to one president, when the University System was controlled by "a council of war lords" consisting of the unit presidents and led, of course, by the presidents of the larger institutions.

Planning by Stealth

The National Defense Education Act of 1958 rekindled some interest in planning as it might pertain to the most pressing educational problems of that day. Under the auspices of the Georgia Nuclear Advisory Commission, appointed by Governor Ernest Vandiver to study the impact of nuclear energy on the state's economic development, four task forces were created to study: (a) testing, counseling, and guidance; (b) vocational education; (c) teacher education; and (d) educational television. Each task force prepared and published a report making recommendations to the Commission Committee on Manpower and Education, chaired by William M. Suttles, dean of students at Georgia State. The staff director of these studies was Dr. Doak Campbell, by then president emeritus of FSU.

The Task Force on Testing, Counseling, and Guidance received considerable impetus from the decision in 1957 to require the College Board Scholastic Aptitude Test (SAT) for admission to all units of the University System. This decision was based on an informal study conducted by Joseph E. Moore on leave from his duties as chairman of the School of Psychology at Georgia Tech. After considering several options for some kind of systemwide testing requirements, the Board of Regents wisely adopted Dr. Moore's recommendation of the SAT and thereby lessened charges that adoption of systemwide admission requirements was racially motivated.

The Task Force on Testing, Counseling, and Guidance included representation from the state's leading institutions of higher education, business and

financial firms, and the State Health Department.[1] The published report of the Task Force pointed to an expected college enrollment of 72,000 students in 1965, an increase of 71 percent over the recorded enrollment of students in 1955. To provide testing, counseling, and guidance for over 40,000 college students there were fewer than 20 professionally trained faculty or staff members in the entire state. An important recommendation, therefore, asked for a study of present facilities and programs for training counselors, one of the major provisions of the National Defense Education Act. Programs to be developed should contain adequate coursework in testing and statistics as part of a minimum core for all teachers.

Anticipated by this particular task force was an increased use in educational achievement tests, as well as aptitude tests, for college admissions. At least four institutions in 1959 already required College Board achievement tests, as well as the SAT. Also anticipated was widespread use of "high-speed electronic computers" for admission and placement decisions. Forthcoming at the time were data from the Office of Testing and Guidance of the University System that would permit the prediction of academic grades in units of the University System. The prediction of grades would be facilitated, the Task Force noted, if high schools in the state would adopt a uniform grading system.

The reports on vocational and teacher education stressed the need for more extensive, improved programs that would meet the changing demands and expectations of society, but the report on educational television received the most attention from the public. Educational television was a far more appealing topic to the public and one that offered considerable promise for the future of education.

Nursing and Paramedical Needs

In 1961 the University System of Georgia agreed to co-sponsor with the Georgia State Department of Education and the Georgia Department of Public Health a study of the state's need for nurses and other paramedical personnel.

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[1] My contribution to the report on testing, counseling, and guidance was the introduction explaining the importance and functions of testing and counseling in education, and a survey of counseling services in Georgia colleges. The survey was ineffective because only 20 of 50 colleges bothered to complete the questionnaire. The results did underscore, nonetheless, the inadequacies of counseling as a student service and the many pretensions of institutions in counseling students — a service provided in some institutions by hostesses or chaplains.

Work on a statewide survey began in October that year and was concluded the following year in the same month. Included in the survey were twelve occupations regarded as essential to adequate health care for Georgia residents; (1) dietitian, (2) hospital administrator, (3) laboratory technician, (4) licensed practical nurse, (5) medical assistant, (6) medical records librarian, (7) medical social worker, (8) medical technologist, (9) occupational therapist, (10) physical therapist, (11) registered nurse, and (12) X-ray technician. The intent of the survey was to determine present and future needs for such personnel and to evaluate the adequacy of educational and training programs for meeting those needs.

The survey succeeded well in documenting the obvious. The demand for health and medical services was increasing and there were critical shortages in nursing and paramedical occupations. Educational and training programs were inadequate to meet present needs and certainly could not meet future needs. Nowhere in Georgia were there programs for preparing dietitians, medical assistants, medical social workers, occupational therapists, or physical therapists. Personnel for the remaining occupations were variously prepared for their duties by an array of hospital schools, vocational schools, and public and private colleges.

Recommendations to the sponsoring agencies included the establishment of accredited programs where there were none, the improvement of inadequate or weak programs, and the fullest possible coordination of existing and future educational and training programs. To provide adequate health and medical care to its residents, the state needed an effective statewide system of recruitment and placement, better advisement and counseling services in its schools and colleges, and more effective policies of utilization of the nursing and paramedical personnel the state did have.

The nursing and paramedical survey was not without gratifying results. Directly related to survey findings was the establishment of the State Scholarship Commission as a means of providing financial aid to students enrolling in critical-need professional programs. Instead of responding merely to the nursing and paramedical needs documented for twelve specific occupations, the sponsoring agencies recommended to the General Assembly legislation that would provide a general canopy for state assistance. Also related was the development of the School of Allied Health Services at Georgia State[2] and intensified efforts

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[2] One of the presumed enticements held out to the survey director was the likely opportunity of a deanship in either a school of allied health fields or a school of social work that would surely follow. National accreditation policies precluded the establishment of another school of social work in the Atlanta area and in 1964 the University of Georgia established its School of Social Work with reasoning and planning completely independent of the nursing and paramedical survey.

on the part of the allied health fields, as they quickly became known, in recruitment and public relations. A later development that required little additional study was the modification of state laws permitting the licensing of graduates from two-year collegiate schools of nursing. This, of course, enabled University System junior colleges to establish nursing programs and contribute to the supply of professional nurses.

Statewide Planning in the Sixties

The sharpest spur to statewide planning came in the early 1960s when the Southern Regional Educational Board released its statement on regional goals, Within Our Reach (1961), and its first regional factbook, Statistics for the Sixties (1963). The former was an eloquent statement by a prestigious commission and addressed the South's need for higher education in terms of what was clearly possible. The latter, perhaps more than the former, was influential in Georgia because it depicted in both tabular and graphic form the state's low rate of participation in education beyond the high school. Only South Carolina (20.1%) had a lower proportion of its college-age population (18-21 years) enrolled in college than Georgia (21.5%). Other statistics in the factbook were equally unflattering.

Regents Study of Higher Education

At its April 1963 meeting the Board of Regents authorized a statewide study of higher education in Georgia. Dr. S. Walter Martin, vice chancellor of the University System, was designated director of the study and chairman of a nine-member steering committee. Thomas W. Mah'ar, associate director of the Georgia Center for Continuing Education, was selected as associate director of the study. Six task forces were organized to consider the following issues and concerns: (1) the scope and functions of post-high school education; (2) the junior colleges and area trade schools; (3) demographic forces affecting the demand for higher education; (4) the planning and coordination of junior colleges; (5) estimated costs and finances; and (6) educational programs for science, professions, and technology.

The task force on educational programs was asked to consider present and future needs for degree-granting programs. Its original charge was then broadened to include the state's resources and needs for institutional research and to maintian close liaison with the task force on scope and functions. Judson C. Ward, Jr., vice president of Emory University, was appointed chairman.

Among the initial findings of the task force on educational programs was the fact that Emory, Georgia Tech, and the University of Georgia would, in 1963 – for the first time – confer a combined total of 100 Ph.D.'s. The

University of Georgia, a late bloomer in graduate education, would confer 20 Ph.D.'s and 14 Ed.D.'s but its cumulative total of conferred doctoral degrees was yet to reach a hundred. Also among the initial findings was an urgent need for cooperation among the state's three doctoral-granting institutions but a recognition that cooperation was not highly probable.

The Regents Study of Higher Education was aborted in the summer of 1963 when Governor Carl Sanders commissioned the Governor's Commission To Improve Education. When relevant, the work of the Regents task forces was absorbed by the larger, more extensive, better-funded study. Thomas W. Mahler was appointed associate director of the professional staff assembled for the Governor's Commission's purposes and would continue his study of higher education, as launched by the Regents. James L. Miller, Jr., director of research at SREB, was granted leave to serve as director and Woodrow W. Breland, professor of education at Georgia State, was appointed associate director for elementary and secondary education.

Governor's Commission To Improve Education

The Commission study authorized by Governor Sanders was the first, and remains the only, comprehensive study of education in Georgia. An excellent professional staff was employed and resources were made available for consideration and study of educational issues at all levels. The study was fully supported by a governor who pegged his own political career to the improvement of education and to the closing of educational gaps that embarrassed the state. Sanders himself served as chairman of the Governor's Commission and obviously wanted to earn the recognition he was then beginning to receive as "Georgia Educational Governor." His model in all this, obviously, was Governor Terry Sanford of North Carolina.

Many features of the Governor's Commission's report are politically and educationally astute. The Commission adopted the goals stated by the SREB Commission on Goals and worked within the context of 10 objectives specifically related to Georgia's educational needs. Representation on the Commission was appreciative of social, economic, and cultural forces at play in Georgia. On that Commission was a future governor of Georgia and a future president of the United States; a future lieutenant governor; several highly-visible opinion leaders; and several future members of the Board of Regents itself. Although politics and race were often factors, the Commission, much to its credit, kept its sights on educational targets.

The strongest wording in all sections of the report deal with planning. The Commission stated unequivocably that the "most important single prerequisite for educational improvement in Georgia [was] effective long-range planning" [p.18]. Such planning should be continuous and could not be the

work of a single commission. For the Board of Regents, the report emphasizes a "top priority need" for a research and planning unit to identify and define "long-range problems and needs" [p.49]. For the separate units of the University System there was a need for institutional research offices. For the University System as a whole there was a need for "comprehensive community junior college(s) . . . by which local and community needs should be met." These colleges "should be established on the basis of a statewide survey using the best criteria known . . . [and] on a priority schedule over a period of years" [p.52].

The Commission noted as one of its most difficult problems the relationships between community colleges and vocational-technical schools. The Commission recommended continued jurisdiction by the Regents in areas where there were junior colleges and no vocational-technical schools but "memoranda of agreement" with the State Board of Education in areas where both types of institutions existed. Noting that junior colleges had already been approved for Albany, Brunswick, Dalton, and Marietta, the Commission recommended joint experimentation with comprehensive community colleges in areas where neither vocational-technical nor junior colleges existed. (See Figure 4.)

The major emphasis, as would be expected, is on elementary and secondary education and the adequacy of their financing. The title, Educating Georgia's People: Investment in the Future, is indicative of the emphasis given education as an investment and the return-on-investment society and citizens can expect. Such an investment "will require full financial support from both state and local sources" and "every dollar's worth of wealth in Georgia should pay its fair share . . . " [p.72]. The challenge obviously called for "leadership of the highest order" and "educational innovation and experimentation." Finally, if Georgia was serious about attracting space age industry, it must have "university research, graduate education, and a generally higher level of educational attainment" [p.72].

The outcomes of the Governor's Commission To Improve Education report were not always immediate but they were appreciable.[3] One highly

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[3]Although unofficially connected with the professional staff of the Governor's Commission, I completed and submitted three papers begun in the Regents Study of Higher Education. One, a study of college attendance by Georgia high school graduates, was later published by the State Department of Education. An analysis of the State's scientific and technical manpower was reduced to one sentence stating that Georgia has 2.2% of the nation's population but only 1.0% of its scientific and technical talent. A third paper on the South's late arrival in the research revolution because of its lack of support for graduate education helped sustain the Commission's linkage of graduate education and research.

visible outcome was the formation of the Georgia Educational Improvement Council, an intergovernmental agency consisting of representatives of the State Board of Education, the Board of Regents, the General Assembly, and private enterprise. Thomas W. Mahler was appointed the first executive director of this agency and continued many of the cooperative efforts initiated by, or recommended by, the Governor's Commission. When Governor Jimmy Carter decided to abolish this agency as an executive arm, the General Assembly reconstructed it as a legislative arm with different functions and representation.

The urgency of the Governor's Commission's work was dramatized only one year later when the number of high school graduates in the state increased by 25 percent and an increasing proportion of them enrolled in units of the University System. The year 1964, as often pointed out, was the first year of the "impending tidal wave" discussed by Roland B. Thompson of Ohio State in various national publications. It was the year in which the first of the post-WWII baby-boomers reached 18 years and their entry to college was a shock to many institutions within the nation and the University System.

Other outcomes of the Governor's Commission report were less visible. The report and the Governor's Conference on Education, called to publicize the Commission's findings, were undoubtedly effective in calling attention to educational needs and in committing more of the state's resources to education. Perhaps what the work of the Governor's Commission demonstrates best is the need for effective leadership and the fact-of-political-life that politicians will support education when the support of education is politically advantageous.

Regents Study of Community Junior Colleges

At least one recommendation of the Governor's Commission was implemented the following year (1964) when the Regents directed the Chancellor to conduct a comprehensive study of the need for additional junior colleges and to recommend their locations. This action was apparently triggered by the approval in March 1964 of Gainesville Junior College, which was the fifth junior college approved by the Regents since 1961. In 1963 the Regents had requested a study of the northwestern corner of the state, that study resulting in the approval of Dalton Junior College and Kennesaw College. That study was conducted in response to petitions from five different communities in the Seventh Congressional District for junior colleges and the Regents were obviously feeling the pressures of planning by chambers of commerce. The Regents had sought relief in 1963 by assigning the problem to one of its Regents Study task forces, but had deferred that particular task force's work because of the Governor's Commission.

The Governor's Commission responded to the particular issue, in effect, by saying the planning should be done on a systematic, statewide basis and is

thereby "uniquely a function of the Board of Regents." With the ball back in their own court, the Regents responded by appointing an eight-member advisory committee which included Woodrow Breland, Tom Mahler, and Jerry Miller from the Governor's Commission's professional staff. Also included on the committee was J.W. Fanning and Galen Drewry from the University of Georgia, Cameron Fincher from Georgia State, John Fulmer from Georgia Tech, and Jack Nix from the State Department of Education. Consultants for the study were B. Lamar Johnson from UCLA and I.E. Ready, head of the Community College Division of the North Carolina Department of Instruction. Staff directors of the study were S. Walter Martin, vice chancellor and later acting chancellor, and Harry S. Down, coordinator of junior colleges in the University System.

The premises on which the study was conducted were: (a) equal and more-or-less universal opportunity for education beyond the high school; (b) acceptance of community colleges as comprehensive postsecondary institutions; (c) the essentialness of long-range planning; (d) Georgia's need for its own plan; (e) operation of community colleges by the Board of Regents; (f) a fixed role for community colleges as community colleges; (g) the need to identify communities and to recommend locations; (h) consideration of vocational-technical schools and their role; (i) the avoidance of needless duplication; (j) the study to serve as a foundation for future and continuing studies; (k) smooth articulation between schools and colleges, including community college/senior college transfers; and (l) the expectation that community colleges would increase rates of participation.

Among the guidelines established for the study were: (a) a potential enrollment of more than 400 students; (b) an acceptable concentration of population; (c) a commuting radius of 35 miles; and (d) community desire, interest, and ability to finance. Locations were to be assigned either a Priority A: "immediate development . . . seems justified," or a Priority B:"potentially promising [but] should continue to be studied. . . ."

Locations assigned a Priority A were four. To the Study Committee's satisfaction community colleges were needed in the Bibb and Houston counties area, in the downtown area of Atlanta, on the west side of Atlanta, and in the Clayton County area. The most confident identification attended Clayton County, the county with the lowest median age in the 1960 Census and one of the largest public school populations in the state. Georgia State was identified as the logical institution to assume community college responsibilities in the downtown Atlanta area and Atlanta Junior College was the eventual outcome of the priority assigned western Atlanta. The Bibb/Houston priority, however, was the undoing of the Study Committee's report. Political commitments apparently had been made to Bibb County and the Study Committee was asked to make its recommendation specific. The Study Committee, believing the

political commitment premature and thinking it had done enough in specifying the area, did not believe it could, in good conscience, recommend only Bibb County. Consequently, the final report was mimeographed only as a staff report for internal use by the University System and was never issued as "a systematic, statewide study."[4]

A Role and Scope Study

Another recommendation of the Governor's Commission To Improve Education that was partially implemented in the next year or two was "a comprehensive study of the appropriate role of each institution within the University System and the appropriate scope of its activities" [p.50]. Such a study was launched in 1965 shortly following the appointment of Dr. George L. Simpson, Jr., as chancellor. Dr. Walter Martin, vice chancellor of the University System, was designated study director and the Institute of Higher Education at the University of Georgia, then in its second year of operations, provided the staff work. The Chancellor and the Board of Regents requested that the study be concluded by June 30, 1966 – at which time Dr. Martin would complete his duties as vice chancellor and become the president of Valdosta State College.

The Institute staff defined the premises upon which a role and scope study should be conducted and the data and/or information that would be needed from the separate institutions. There was agreement that: (a) the demand for higher education would increase; (b) the majority of Georgia college students would continue to enroll in the University System; (c) meeting the increased demand would require both an expansion of academic programs and adequate planning and coordination; and (d) all units of the University System must assume a role that would be part of a larger whole.

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[4] An interesting side study made during the process was an attempt to predict college attendance from the number of high school graduates. This was done by developing regression equations across counties (n=159) by county type (metropolitan, semi-urban, and adjacent), using projected high school graduate figures as the independent variable. For example, 123 high school graduates in Clarke County went directly to college in 1960; predicted figures in 1970 and 1975 were 162 and 198 respectively – the accuracy of which I have never bothered to check.

Another side study suggested that the presence of a junior college would improve the rate of college attendance in that county by six percentage points – a significant but unimpressive and probably misleading figure.

The major strength of the study may have been its guidelines under which institutional and program development should take place. These guidelines were specified at the outset and included the following:

1. The primary purpose of the University System was to provide educational opportunities to as many Georgia residents as possible without sacrificing quality.

2. Educational opportunities must be expanded in keeping with the state's resources and the institutions' capabilities.

3. The Ph.D., as the highest academic degree, should not be offered in any one academic field at more than two USGA institutions.

4. Professional programs such as law, pharmacy, social work, medicine, and dentistry should clearly achieve excellence before diverting resources to new programs.

5. Atlanta's concentration of state population required special planning and coordination for institutions in Atlanta and Athens.

6. New programs should be approved only on evidence that they would meet national and regional accreditation.

7. Master's degrees should be authorized for regional senior colleges only on evidence of need and demand.

8. Senior colleges in metropolitan areas had a responsibility similar to that of junior colleges elsewhere.

9. Programs in junior colleges were at least tri-fold: preparation for senior college transfer, adult education, and technical/terminal training that did not duplicate efforts of vocational-technical schools.

10. Role and scope should not be determined by potential enrollments alone; student retention was equally important.

Institutional Roles: The specific institutional role that each unit of the University System had – or should have – was defined after a careful review of each institution's historical development, the scope of its academic programs, and a request from each president for his perceptions of that institution's current

mission as an institution of higher learning. A classification of institutional roles was then developed in which six functional institutional roles were specified. These roles were identified as:

1. University–Level Institutions: It was obvious to the Institute staff that the University System already had four institutions that, if not university in name, provided graduate and professional programs traditionally found in universities. The University of Georgia, Georgia Tech, and the Medical College had well-established missions; Georgia State's role was rapidly expanding and served many functions of a university-level institution. (See Figure 6.)

2. Regional Senior Colleges: Three institutions just as obviously served areas larger than their immediate communities by providing undergraduate instruction in arts, sciences, business, and education and by offering master's degree in selected fields. Georgia Southern, West Georgia, and Valdosta State thus had a mission or role not described by their classification as mere senior colleges.

3. Community Senior Colleges: Four institutions had begun as junior colleges but were now in transition to status as senior colleges. Because they were expected to serve community needs and maintain certain functions of a two-year college, it made sense to call them community senior colleges. Only Georgia Southwestern had dormitory facilities; Augusta, Armstrong State, and Columbus were and remain commuting colleges with obvious ties to their respective communities.

4. Special Senior Colleges: Because of their historical development and their different traditions, Albany State, Fort Valley State, and Savannah State – along with North Georgia and the Woman's College of Georgia – were seen as requiring a classification different from regional and community senior colleges. The thinking of the Institute staff was that irrespective of future changes in institutional status, role, or functions, the traditions of these five colleges would be apparent for the foreseeable future.

5. Residential Junior Colleges: Abraham Baldwin, Middle Georgia, and South Georgia were also peculiar in their historical development but the presence of dormitories on their campuses gave a better distinction from the community junior colleges. As residential colleges they obviously served areas larger than their immediate communities.

6. Community Junior Colleges: At the time of the study Brunswick College was the only institution in this category open. Albany, Kennesaw, Dalton, and Gainesville junior colleges would open within the next two years, however, and other sites had been authorized. The exact scope of academic programs was yet to be determined but it was expected that each community junior college would offer college parallel, adult education, and selected occupational coursework.

Scope of Academic Programs: The most disappointing phase of the role and scope study was the license taken by many institutions in projecting academic programs for future development. Student enrollments, full-time faculty, and credit-hours taught had shown a remarkable unevenness across institutions but the institutional aspirations of many units proved to be inordinate. One junior college projected by 1975, just ten years later, the offering of Ph.D.'s in several specialized fields. To restore credibility to the staff report, it was necessary to delete projected programs for which no origins could be found in present programs and for which radical changes in institutional role would be required.

The Unexpected Outcomes: Given its premises or assumptions and the cooperation of participating institutions, the role and scope study of the University System was an intelligent guide to institutional and program development. The six institutional roles defined in the study, however, were either politically or budgetarily unacceptable and despite sound caution in the study's conclusions and recommendations, the scope of academic programs under the canopy of institutional role was undoubtedly seen as opening floodgates of institutional aspirations already out of hand. If the report was ever officially received by the Chancellor, it certainly was never submitted to the Regents. Paragraphs and well chosen phrases have appeared over the course of years in System Summary, the monthly publication sent to University System faculty and administrators, and occasionally there are allusions to a role and scope study at some time in the past. But no acknowledgement of the role and scope study has ever been made officially.

One direct outcome, evidently, was a long-range planning study begun a few months after the role and scope study was completed. The staff work for this study was provided by members of the Chancellor's central staff and the Institute of Higher Education was involved only in preparing the estimates and/or projections that were provided for the University of Georgia. Planning assumptions were given for the nation and for the state concerning economic and demographic trends and their implications for increased demand for higher education. Responding institutions were expected to specify their own assumptions concerning enrollments, entrance requirements, academic programs,

faculty, facilities, and other institutional activities. For example, an assumption made for the University of Georgia was that it would continue to enroll approximately 25 percent of the equivalent-full-time on-campus enrollment in the University System. Also assumed were such matters as the continued recruitment and retention of well-qualified faculty, the expansion of research programs, and "a major break-through in graduate education."

Definitions were provided by the Chancellor's staff for data elements that were to be projected for 1970-71 and 1975-76. Twelve categories were given for projections in educational and general expenditures while nine categories were given for educational and general income. At some time between 1971 and 1975 the total E&G expenditures for the University of Georgia were projected to exceed one million dollars, a tripling of its actual expenditures in 1965-66. As another matter of interest, the UGA faculty was expected to reach 1500 in the academic year of 1970-71, a figure that was attained at least two years earlier.

The usefulness of such planning projections by other units of the University System have never been made public. Experience with the role and scope study suggests, however, that institutional aspirations would again be in evidence and would produce considerable distortion in data aggregated across institutions for systemwide implications. For the University System, nonetheless, the planning projections were put to effective use in 1967 by Chancellor George Simpson in his budgetary requests for the 1967-69 Biennium. In a public statement entitled, "A Dam Has Broken," Chancellor Simpson made a persuasive appeal for funds that would permit the University System to meet its obviously increasing obligations.

Planning In Eclipse

With the conclusion of the 1966 long-range planning study, planning in Georgia was again at a standstill. In 1970 following the election of Jimmy Carter as governor – but prior to his taking office the following January – the Regents approved six additional sites for junior colleges. Some sites, such as the Bainbridge and Rome areas, had been favorably considered in the Regents Study on Community Junior Colleges but others, Swainesboro and Waycross, had not been seen as meeting the criteria specified in the Regents Study. Two of the approved sites failed in their efforts to vote the bonds necessary for a junior college, Spalding County and Dublin. The former's wisdom was validated later when the Board of Regents took over Gordon Military in Barnesville and converted it into Gordon Junior College.

The decisions involved in the establishment of additional junior colleges were not based on planning principles that were explicit. Neither were several other critical policy decisions made during the 1970s that had profound systemwide implications. Each of the policy decisions, however, did have the sanction of some designated systemwide committee explicitly charged with responsibility to consider a particular issue and to make recommendations to the Chancellor. Such policy decisions that are readily identified are: (a) the provision of developmental studies in each of the units of the University System; (b) the requirement that graduating sophomores or rising juniors take a systemwide test of reading and writing; (c) the adoption of a core curriculum for the first two years of undergraduate coursework; and (d) the mandating of some kind of senior exit examination that would attest to the quality of academic programs.

Each of the above decisions was systemwide in a sense that each addressed interinstitutional relations and the necessity of better coordination of institutional efforts. The adoption of a core curriculum was an administrative necessity because of institutional and curricular independence that was contrary to the educational interests and needs of students. The intent of the core curriculum was to facilitate the transfer of students with minimal loss of academic credit. Whether it has worked that way or not is matter for systemwide study.

Much the same can be said for the other three policy decisions. Programs of assistance to students deficient in basic skills were needed to assure that institutions did not admit academically inadequate students without making a concerted effort to improve their academic competence. The Regents Test in reading and writing was a systemwide requirement that helped "certify" basic skills in literacy for students transferring to upper division at other institutions. The requirement of a senior exit examination was a specific effort to reduce the possibility of University System graduates who were academically incompetent. Each of these systemwide programs is now in need of systemwide evaluation. Having made the decision to establish such programs, the Regents have not always taken steps to see that they work well.

The Revival of Statewide Planning

Although the 1970s were not characterized by planning, either statewide or systemwide, the need for planning was abuntantly clear and the national impetus for such planning came as early as 1972. The financial crisis identified with the early 1970s and projected declines in college enrollments identified with the eventual passage of baby-boomers from college campuses were reasons enough to encourage planning. The federal government took the lead in many funded programs that either sponsored planning, management, and evaluation activities or had a planning, management, and evaluation component built into federally funded projects. The Educational Amendments Act of 1972 gave a particular endorsement to statewide planning in its Section 1202 provisions for statewide planning commissions. Because of some confusion concerning "planning" as opposed to "planning and coordination," Section 1202 was not funded as quickly as other sections of the 1972 act, but with eventual funding "1202 commissions" were established in most states.

For reasons both politically and educationally unwise, the decision was made not to designate the Board of Regents as the 1202 commission in Georgia. Since Section 1202 provided for respresentation by four different sectors of postsecondary education — public higher education, private higher education, vocational-technical education, and proprietary education — there may have been a natural reluctance on the part of the Board of Regents either to seek or to accept designation as Georgia's 1202 commission. For the same reason there should have been hesitation in designating the State Board of Education — and thus, the decision, evidently, to establish a separate public commission to meet 1202 provisions.

Georgia's first 1202 commission was appointed by Governor Jimmy Carter and served without dramatic or highly visible results until its executive director took a job elsewhere and the commission more or less withered. In retrospect, it is difficult to see how the commission survived as long as it did. Planning was not a concept easily embraced by many public officials and it was a term viewed with no little suspicion by many academic leaders. Cynics could point to what they believe excessive centralization of decision-making authority and wonder aloud if planning would not merely tighten federal grips on educational throats.

Governor's Committee on Postsecondary Education

In 1978 Governor George Busbee established a new 1202 commission with different and more specific responsibilities. To avoid confusion with the previous commission, he identified Georgia's 1202 agency as the Governor's Committee on Postsecondary Education and appointed David H. Gambrell, former

U.S. Senator, as chairman. Other appointments to the Committee were representative of the universities, senior colleges, and junior colleges in public higher education; universities and senior colleges in private higher education; public education at the elementary and secondary levels; the state's vocational-technical schools; proprietary education; and the state's business/industrial/financial interests. David M. Morgan, a doctoral graduate in higher education from Indiana, was appointed staff director. The staff consisted of two professional planners, two secretaries, one or more interns, and two consultants as needed for special projects.

Governor Busbee defined the work of the Committee as that of a problem-defining commission. He asked the group to "determine what the problems are, where our greatest needs lie, and what should be our priorities." The Committee's response was evident, one year later, in its report submitted to the governor. Entitled Postsecondary Issues: Action Agenda for the Eighties, the report defined 10 major issues confronting postsecondary education in Georgia and suggested an agenda of 10 statewide actions to be taken in resolving the defined issues. The issues themselves were stated in terms of statewide needs that concerned all sectors and levels of postsecondary education:

1. All sectors of postsecondary education should be recognized; recognition could be gained through appreciation and promotion of the state's diverse educational opportunities.

2. A comprehensive statement of postsecondary goals was needed; goals and objectives could be defined by appointing a committee to do so.

3. Improved communications and cooperation among institutions, associations, and state agencies were needed; a state-level forum for such purposes should be created.

4. Issues should be identified before they become crises; an on-going process for identifying and analyzing issues should be established.

5. Public resources should be used more effectively and efficiently; this could be accomplished by better methods of assessing and reporting progress.

6. The funding of education must be adequate; a more careful review of economic trends should be helpful.

7. Budgeting must be improved and made more effective; funding policies and processes should be reviewed.

8. Too many postsecondary students are deficient in basic skills; the role and responsibilities of postsecondary institutions in providing basic skills instruction should be reviewed.

9. Postsecondary education is too often irrelevant for later careers and life options; better balance in educational programs should be encouraged.

10. A state-level agency is needed to promote cooperation; an advisory commission for postsecondary education could be such an agency.

The issues defined by the Governor's Committee surprised no one and shocked very few. The postsecondary issues then extant in Georgia were different only in degree of intensity from issues in other states of the southern region, but both committee and staff had gone to commendable effort to document, as well as to define, the issues and the report was favorably received.

The least promising recommendations of the Committee are to be found in the cooperation of the four sectors of postsecondary education and in its recommendation of an advisory commission. Differences in governance and finance continue as barriers to communication and cooperation between public/private, higher/vocational-technical, nonprofit/proprietary institutions — and constitutional status for the two major governing boards makes any advisory commission most inept. The Governor's Committee was effective, nonetheless, in giving representation to the diverse forms of postsecondary education and in identifying problems and issues that cut across many areas and levels of education.

The Second Governor's Committee

The need for a comprehensive statement of state-level goals and objectives was the issue delegated to the Governor's Committee on Postsecondary Education appointed in 1979. Governor Busbee appointed himself chairman of the Second Governor's Committee and sought essentially the same representation of sectors and interests in the appointment of other members. Judith Prince from Wesleyan College and Cameron Fincher from the University of Georgia were the only members of the previous committee reappointed. The committee staff remained intact.

The statement of goals and objectives submitted the following year to the governor was indeed comprehensive. But like the issues defined earlier, the goals and objectives defined contained no surprises. Eight over-riding goals were defined and grouped under the rubrics of individual development, diversity and accessibility, institutional responsiveness and excellence, effectiveness and efficiency in the use of public resources, and public awareness. Subsumed under the eight state-level goals were a varying number of objectives designed to tie

the goals more tightly to specific policies, actions, and results. Had the Committee stopped at this point, it would have accomplished a great deal and virtually all that could be expected. The decision was made, however, to attach a list of indicators to each of the objectives in an effort to seek even further specificity and/or concreteness.

Efforts to identify indicators proceeded with the best of intentions. Five task forces, consisting of representatives from business, government, and education, were appointed and concerted efforts were made to "solicit" from the many societal agencies, through their representatives, indicators that would give concrete evidence that a given objective had been attained. To assist in this process, the Governor's Committee had the assistance of such agencies as the College Board, the American College Testing Program (ACT), the Southern Association of Colleges and Schools (SACS), and the Southern Regional Education Board (SREB).

The outcome of the task force effort was a list of 208 indicators, a list that was pruned — with much discussion — by the Governor's Committee to 116 indicators. At this point, the Committee resorted to survey techniques and sent the much-reduced list to 307 individuals believed to be knowledgeable of and interested in, education beyond the high school. The Committee erred in its supposition; the return rate of 29 percent implied that only 90 individuals were knowledgeable enough or interested enough to complete and return the survey form. Informal feedback through unofficial channels suggested that many academic leaders perceived the indicators as evaluation nooses by which they might later be hung.

A more accurate assessment of the indicators is that they were a tree branch that broke under its own weight. The list was entirely too lengthy and the possibility of further reduction was limited because the indicators did not have educational relevance, political wisdom, and popular appeal — or sufficient combinations thereof! The Committee's ambitions had simply exceeded its grasp and the lesson must surely be that business, civic, and professional groups cannot define for educators what educators cannot define for themselves.

Assessing Progress: Upon reappointment in 1980, the Second Governor's Committee began a series of studies to assess the progress that was being made toward state-level goals and objectives in postsecondary education. It is well to remember that neither the Governor nor the Committee had set goals and objectives for institutions, programs, or postsecondary personnel. The Committee had merely defined in one document the stated or implied goals postsecondary education already had. The Committee's work then became one of assessing the progress postsecondary institutions and programs were making toward those goals. Unfortunately, this careful logic did not prevent the Committee from

being cast in something of a busybody's role. Many institutional leaders could not resist the notion that they and their faculties were being evaluated.

Despite its handicaps, the Governor's Committee rendered good service in its third year as a 1202 commission. The assessment of progress proceeded in various ways. Six doctoral students in higher education at the University of Georgia contributed doctoral dissertations to the Committee's work; these dissertations were statewide surveys of interinstitutional cooperation, community services, honors programs for superior students, advanced placement and course exemption policies, student retention, and the reactions of corporate recruiters to college graduates from Georgia institutions. A seventh survey, not developed as a doctoral dissertation, was also contributed and dealt with student services.

In 1981 the Governor's Committee submitted its third report and, perhaps for the first time, conveyed the remarkable diversity of postsecondary education. An institutional inventory disclosed at least 308 institutions providing some form of education beyond the high school and worthy of the name postsecondary education. Within the state were: 34 public colleges or universities; 40 private colleges or universities; 30 public vocational-technical schools; 10 private certificate or diploma schools; and 206 proprietary schools, ten of which were degree-granting.

Progress could be clearly seen in the diversity of opportunities but public awareness of postsecondary opportunities was another matter. The Committee recommended a directory, inclusive of all postsecondary programs, and later published such a directory in tabloid form under the title of The Bridge. The publication of this directory continued in 1983 when a third edition was released by Governor Joe Frank Harris.

The Committee concluded from its various studies that the future of private education in Georgia was relatively secure and recommended that state assistance to students in private colleges remain at its relative level to per-student allocations in public institutions. Postsecondary institutions evidently were meeting the career needs of students but there were reservations about their responsiveness to changing demands. Academic, career, and personal counseling services were not readily available to many students and institutions were lax in meeting the demand for non-credit, part-time, special/remedial, non-traditional forms of instruction and training. Student financial aid was still inadequate, with too large a portion of it being federal funds only.

Among the Committee's recommendations was the tactically unwise proposal that students attending nationally accredited proprietary schools should be eligible for state aid in the form of student incentive grants. The Committee gave further definition to the 1979 recommendation of an advisory commission. In 1981 the Committee believed that the General Assembly should

give statutory authority to a postsecondary education commission that would continue the study and reporting of educational progress. A factor no doubt affecting this recommendation was the election of a new national administration that would not continue to support 1202 commissions.

Maintaining Progress: Continuing its work without federal funds, the Governor's Committee on Postsecondary Education in December 1982 issued a report summarizing its work for the previous four years and recommending priorities in postsecondary education for the future. Although the Governor's Committee was officially continued by Governor Harris until July 1983, the Committee did not meet again and its fourth major report is, for all practical reason, its final report. The committee staff continued as an office under the new administration but consisted in 1984 of only the director and a senior planner.

Addressing again the issue of student financial aid, the Committee recommended the conversion of the state's Tuition Equalization Grant program to a needs-based program. Restated were its earlier recommendations of funding relative to University System per-student allocations and the inclusion of appropriately accredited proprietary schools. Added was a recommended proviso that financial aid should go only to students "able to benefit from postsecondary education" [p.14].

Anticipating the work of several national commissions, the Committee recommended that postsecondary institutions "clearly define their expectations of high school prerequisites . . . and assist high schools in meeting those expectations" [p.15] . Also recommended were more definite admission requirements for colleges. These requirements should be consistent with student abilities, as measured by standardized ability and achievement tests and previous academic performance. With respect to instruction in basic skills, the Committee recommended that no degree, certificate, or diploma credit be given for such instruction and called upon colleges for "policy plans" that would eventually phase out all developmental studies programs [p.15].

The Committee's most surprising recommendations dealt with two pockets of institutional isolation for which two junior colleges were recommended. One area was northwest of Augusta and the other was southwest of Savannah. This recommendation was based on a premise that at least 95 percent of the state's residents should be within commuting distance of a college and it was the first recommendation for additional junior colleges since 1970. Adding fuel to University System fires, the Committee then recommended the elevation of either Brunswick, South Georgia, or Waycross Junior College to senior college status, following study of each's merits.

Acting as if it were particularly intent on alienating itself from the Board of Regents, the Governor's Committee continued by recommending tighter

standards for the approval of new programs, more clearly differentiated roles or missions for junior and senior colleges, the strengthening of policies for productivity, and the preparation of "plans that project institutional program and faculty development in light of state needs and goals . . . " [p.24].

Future concerns for postsecondary education in Georgia included: (a) the coordination of secondary and postsecondary efforts in the development of basic skills; (b) the low rate of participation in postsecondary education by Georgia residents; (c) the adequacy of student financial aid; (d) the improvement of funding and budgeting; (e) the governance of vocational-technical education; and (f) clearer definitions of institutional roles. The concluding section of the 1982 report again states the need for an advisory commission on postsecondary education with statutory authority.

The Renewal of Systemwide Planning

In January 1981 the Board of Regents, the General Assembly, and the Governor created, by joint agreement, a Study Committee on Public Higher Education Finance. In August of the same year the Board of Regents initiated "a comprehensive statewide needs assessment designed to provide a foundation for charting the course for public higher education in the state" [p.1]. For those who prefer their history in neat and orderly cycles, planning for a statewide system of public higher education had come full-cycle in a half-century to the survey committees headed by Works and Strayer. The University System of Georgia was once again to be considered as a statewide system of public higher education; the organization and function of its separate institutions were to be reviewed; methods of funding and financing were to be proposed; and continued growth and development were to be based on systematic inquiry and analysis.

Study Committee on Finance

Appointments to the Study Committee on Public Higher Education Finance were representative of the three sponsoring agencies, private higher education, and the state's business and professional interests. Staff work for the Committee was provided by an independent, out-of-state consulting agency. The Study Committee adopted as guiding principles to its work: (a) the need to continue improvement of the quality of the University System; (b) the need for more efficient management; and (c) the need for a funding system that would provide incentives for quality improvement and efficient management. A more basic premise on which the Study Committee began its work was the inadequacy of the funding formula that originated with the 1963 Governor's Commission To Improve Education.

The study findings and recommendations of the Study Committee were presented in September 1982 by Governor Busbee to "All Georgians Interested

in Higher Education." The major recommendations made by the Committee called for a more equitable sharing of educational costs and specified that student tuition should account for 25 percent of total revenue for general operations in the resident instruction budget. To attain this proportionate sharing of costs, tuition should be increased 15 percent annually until the 25 percent objective was reached.

To foster efficient management of institutional resources, the Study Committee recommended that institutions be permitted to carry forward unexpended funds for one year and use such funds for non-recurring items such as equipment and library materials. Also recommended for the purpose of efficient management was the retention of 85 percent of indirect cost recoveries on sponsored research and other programs.

The funding formula recommended by the Study Committee specified major categories for: (a) instruction and research, (b) public service, (c) academic support, (d) student services and institutional support, and (e) plant operation and maintenance. For instruction and research, the Committee recommended funding by lower division, upper division, and graduate levels and by five instructional or programs areas, corresponding roughly to behavioral and social sciences; professional and applied fields; arts, sciences, and foreign languages; developmental education; and medicine, dentistry, and veterinary medicine.

Other details of the formula specify academic support at 17.7 percent of the funding base established for instruction, research, and public service; student services and institutional support at 23.1 percent of that funding base; and a special provision for quality improvement at one percent of the total budget. Such a funding system should maintain Georgia's rank among the upper fourth of southern states and focus attention of strategies for quality improvement. No provisions are made in the formula for protecting institutions from declining enrollments and where enrollments do decline, the Regents are encouraged to examine carefully the continued need for those institutions.

The recommendations of the Study Committee on Public Higher Education Finance thus has many promising implications for the improvement of education. The quality improvement provision would create funds for faculty recruitment and retention, professional development programs for faculty, the development of special programs, and the purchase of special classroom and laboratory equipment. Unfortunately, the General Assembly of Georgia did not act on the Study Committee's report in 1983 and they may not in 1984. Only the increase in student tuition has been implemented.

The Regents Needs Assessment Study

The Board of Regents report, The Eighties and Beyond: A Commitment to Excellence, is the most relevant statement of higher education in Georgia since

the report of the 1963 Governor's Commission To Improve Education. The statewide needs assessment was conducted within the span of one year and is rightly expected to provide a basis for planning and development within the University System. The objectives of the Regents Study were: (1) to analyze current programs of instruction, research, and service -- and to identify additional services that should be provided; (2) to determine if the present complex of institutions is sufficient for meeting identified needs; and (3) to project changes that will be necessary in the foreseeable future. (See Figure 7.)

Noting that the success of the University System was judged in the 1960s and 1970s in terms of growth, the Needs Assessment report declares the improvement of educational quality to be the measure of success in the 1980s. The first recommendation in the report calls for establishment by the Governor, General Assembly, and Board of Regents of quality improvement as the top priority for public higher education. The report endorses the Study Committee on Finance's report as "one of the most significant documents in the history of the University System" and recommends its full implementation [p.19]. The introduction to the report refers to the Study Committee on Finance's report as a significant companion document.

Having declared for quality improvement as its top priority, the Coordinating Committee for the study recommends: (a) closer cooperation between the Regents and the State Board of Education; (b) creative partnerships with community, business, and industrial leaders; (c) a system of program evaluation with both internal and external efforts; (d) a long-range goal of eliminating developmental studies; (d) the reinstitution of specific academic requirements for admission to units of the University System; and (e) a systemwide program of faculty development.

Concerning the structure or institutional composition of the University System, the Coordinating Committee recommends that no changes be made in present institutional structure or status. Existing institutions should be carefully monitored, however, to determine if declining enrollments imply closing or consolidation. In the meantime, better use should be made of cooperative residential doctoral programs, telecommunications, and satellite research centers to deliver needed services. The Board of Regents should continue to study its institutions in Albany and Savannah to determine if their present structure serves the needs of their respective areas and the state as a whole.

A major strength of the University System is identified as its governing structure and the leadership it can provide. The Regents, therefore, should set priorities for institutional and program development and make those priorities known. They should take a more direct hand in the definition of institutional missions and ensure that institutional missions support the University System as a whole. The Board should continue to delegate to institutions the autonomy

they require for diversity and academic excellence but it should readdress the problem of institutional service areas and refine its guidelines so as not to encourage unhealthy competititon.

Other recommendations to the Board of Regents include: (a) strengthening the periodic review of institutional productivity and management; (b) designating certain institutions as centers of instruction; (c) studying institutional and program duplication with an eye to consolidation; and (d) measuring institutional productivity in terms of academic excellence, as well as the usual quantitative indices. In accomplishing these recommendations the Board should also strive for better communications with both the citizens of Georgia and their elected representatives in the General Assembly.

Recommendations concerning institutional and/or program matters are directed to: (1) the liberal and fine arts – as the core of instruction in each of the units; (2) agriculture – as a highly specialized and scientifically oriented industry; (3) business, industry, and technology – as significant partners in the creation of economic wealth and well-being; (4) the medical and health professions – as a cluster of particularly important service occupations; (5) teacher education – as a profession requiring close study; (6) research – as a function requiring continuing overall commitment as an essential part of the University System's mission; (7) public service and continuing education – as functions and responsibilities with increasing importance; and (8) public and social services – as areas of community need that are subject to change.

The Regents Needs Assessment Report closes with a cogent statement of the University System's role and functions as "a cohesive and coordinated response to the public higher education needs of the state" and a nod in the direction of its next fifty years of service. Reaffirmed is its commitment to the "basic operating principle articulated by the first Board in 1932 – the responsibility to determine what will best serve the educational interests of the state as a whole" [p.45].

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Figure 1.

ORIGINAL INSTITUTION COMPOSITION OF THE UNIVERSITY SYSTEM OF GEORGIA

January 1, 1932

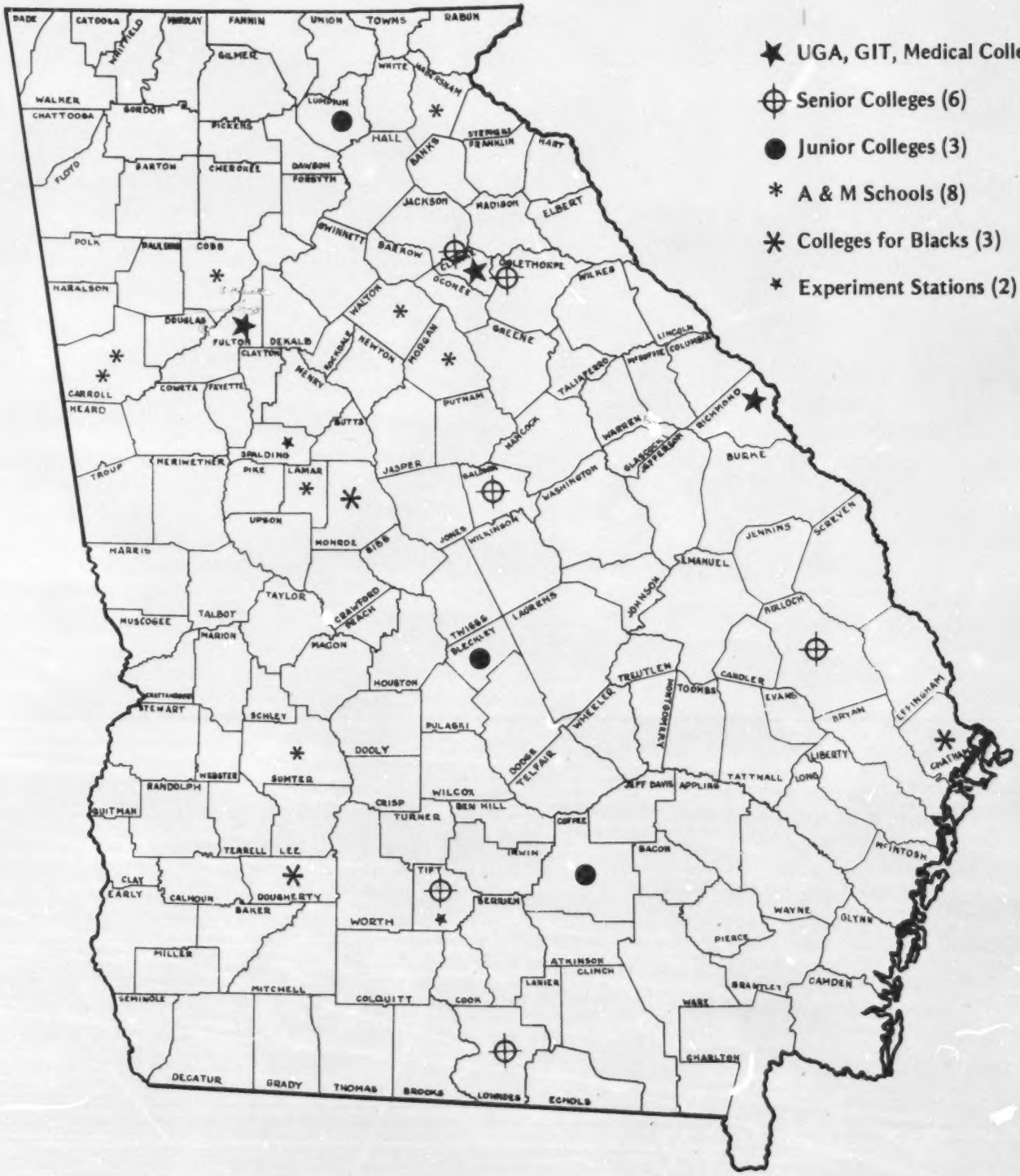


Figure 2.

INSTITUTIONAL COMPOSITION OF UNIVERSITY SYSTEM IN 1943

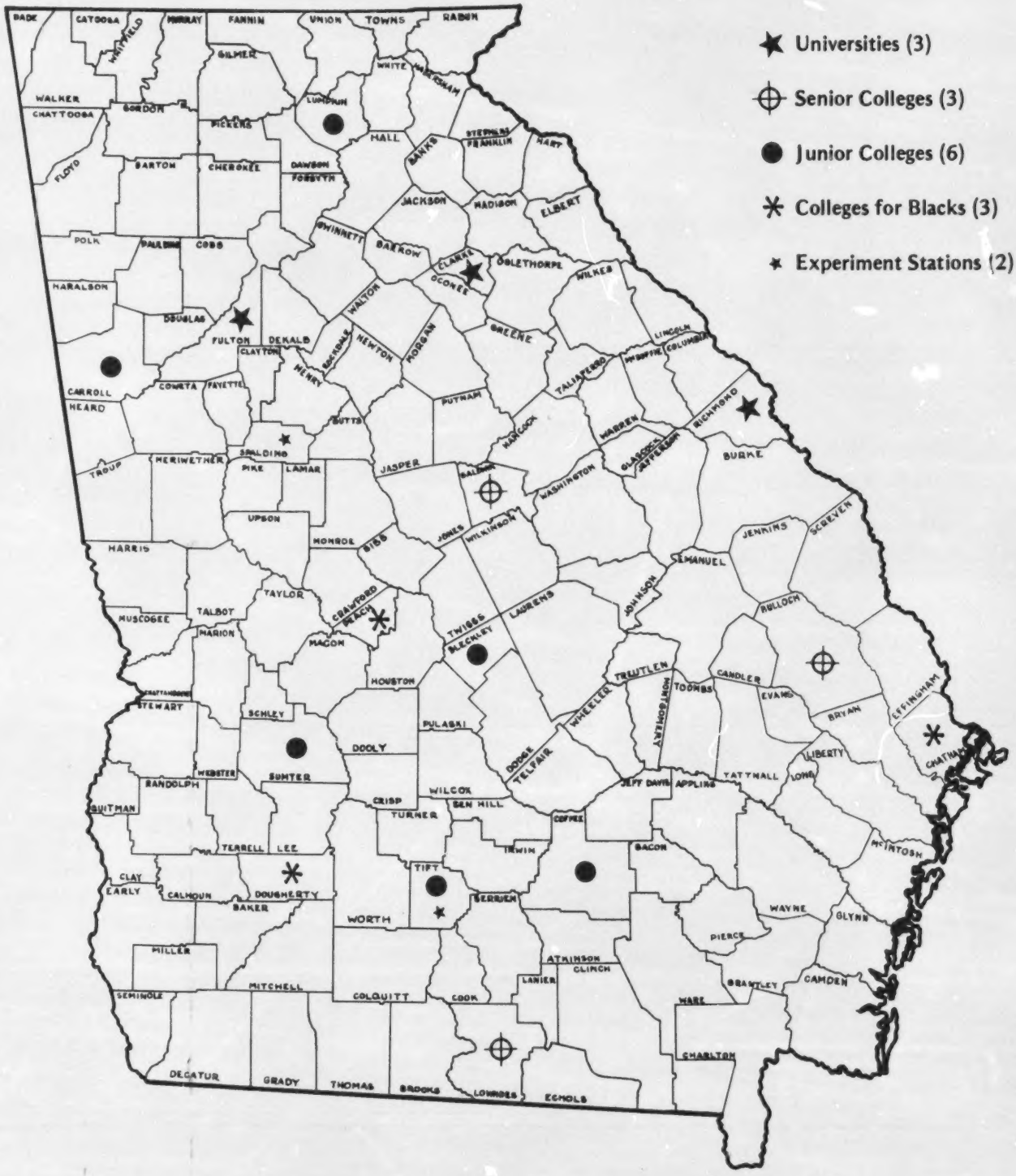
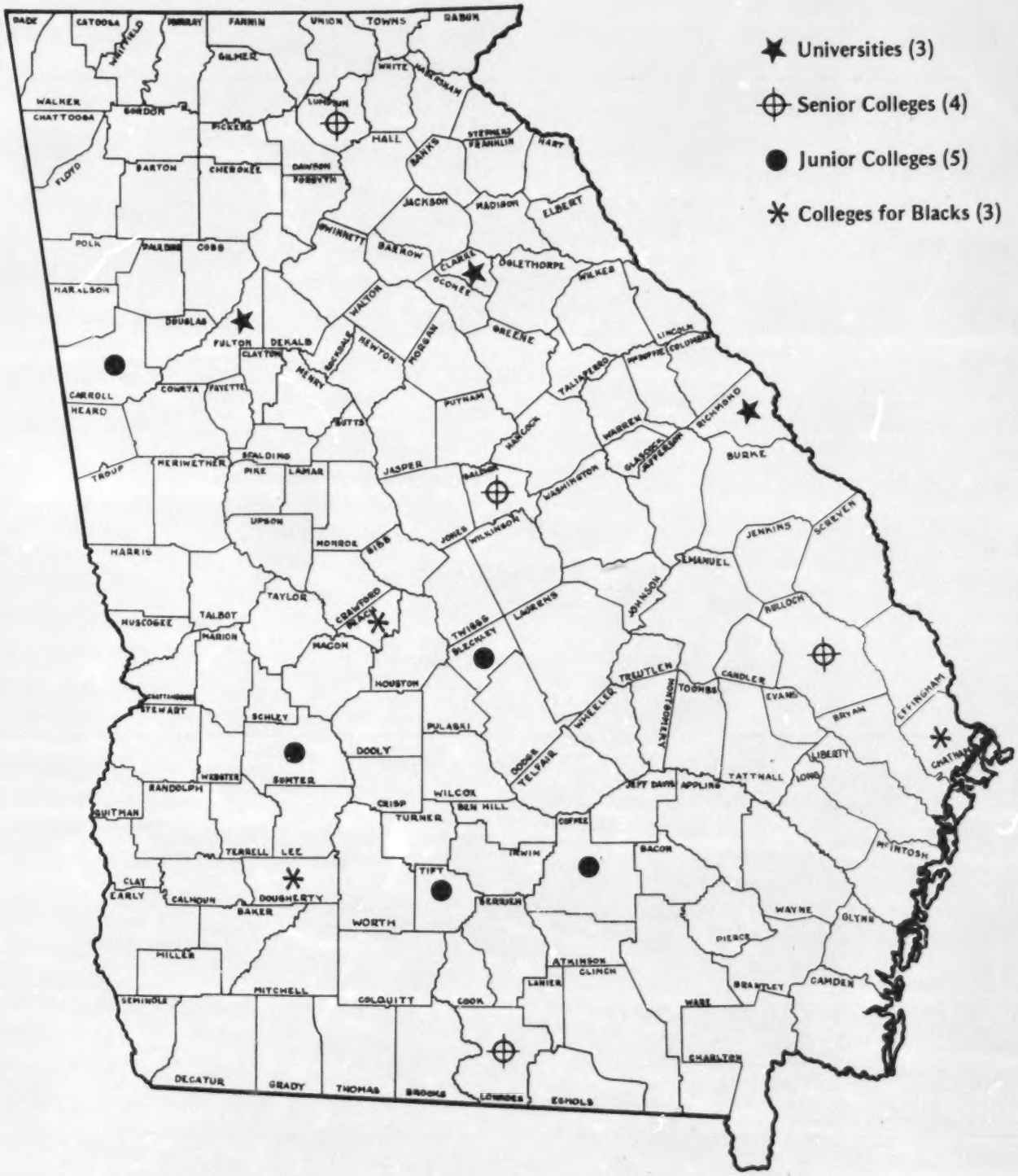


Figure 3.

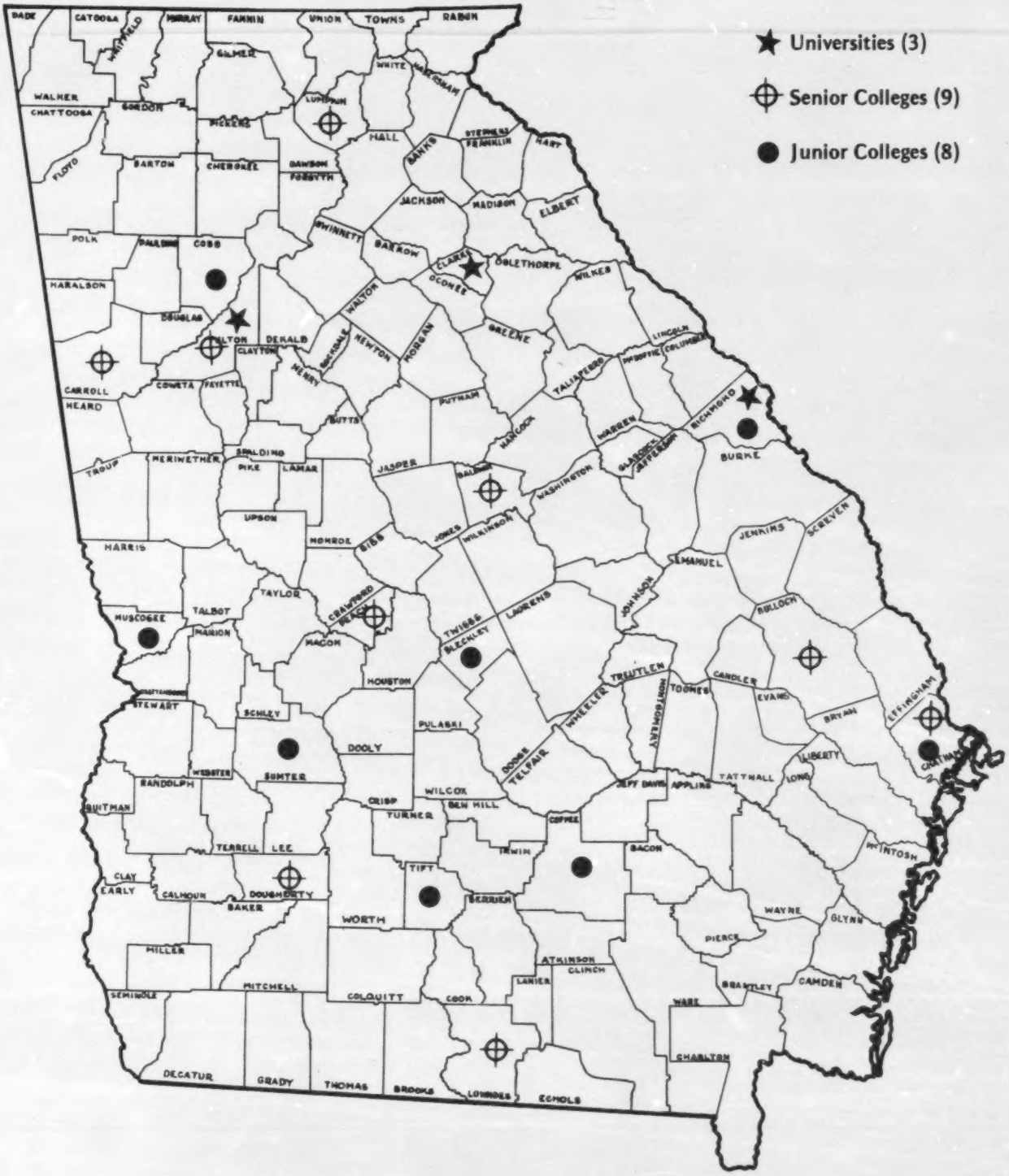
INSTITUTIONAL COMPOSITION OF UNIVERSITY SYSTEM IN 1950



NOTE: USGA had 15 institutions and no longer included Agricultural Experiment Stations.

Figure 4.

INSTITUTIONAL COMPOSITION OF UNIVERSITY SYSTEM IN 1963



NOTE: Actually, all colleges were four-year or two-year in most USGA classifications (Southern Tech was a division of Georgia Tech)

Figure 5.

THE JUNIOR COLLEGE MOVEMENT IN GEORGIA

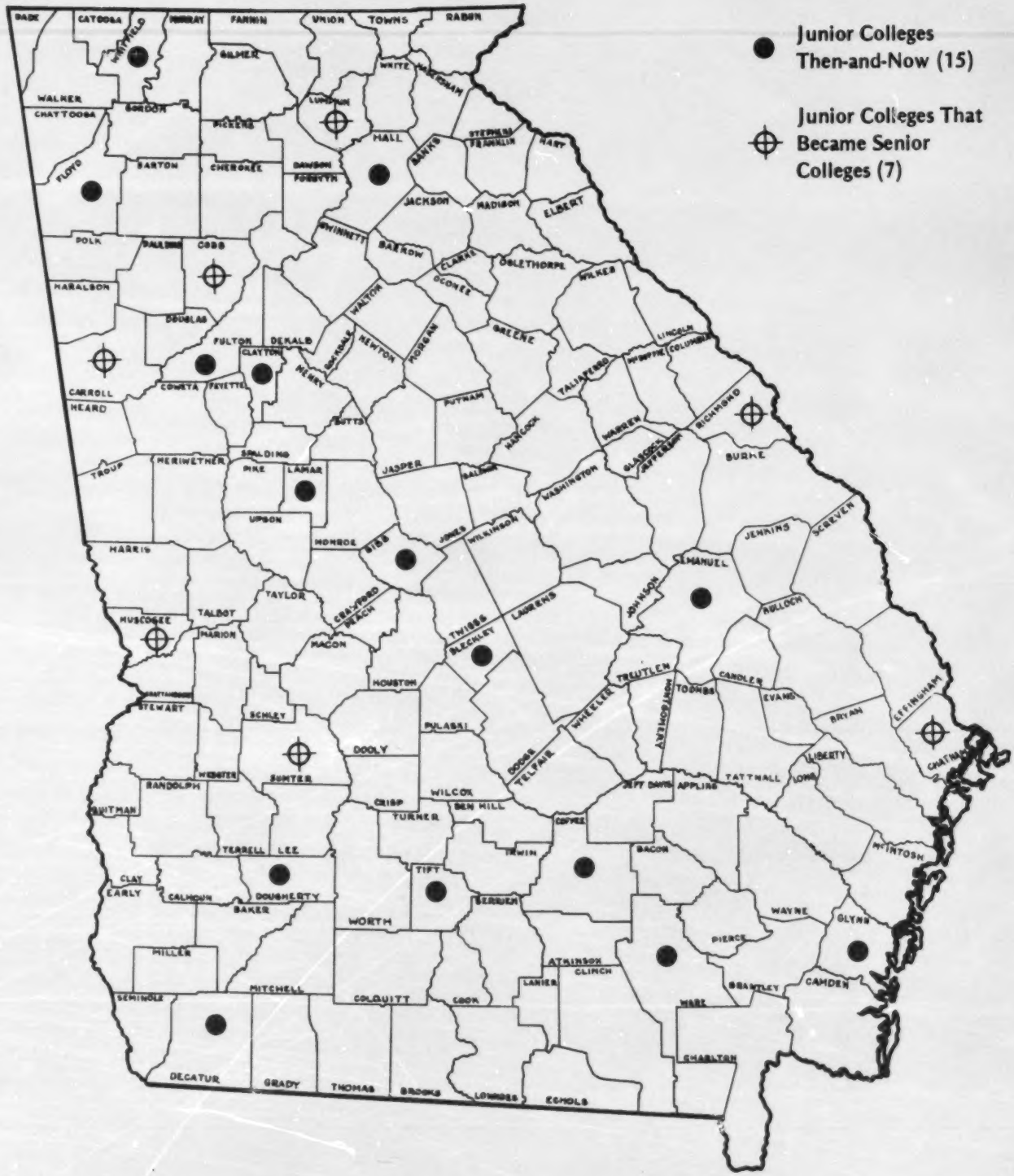
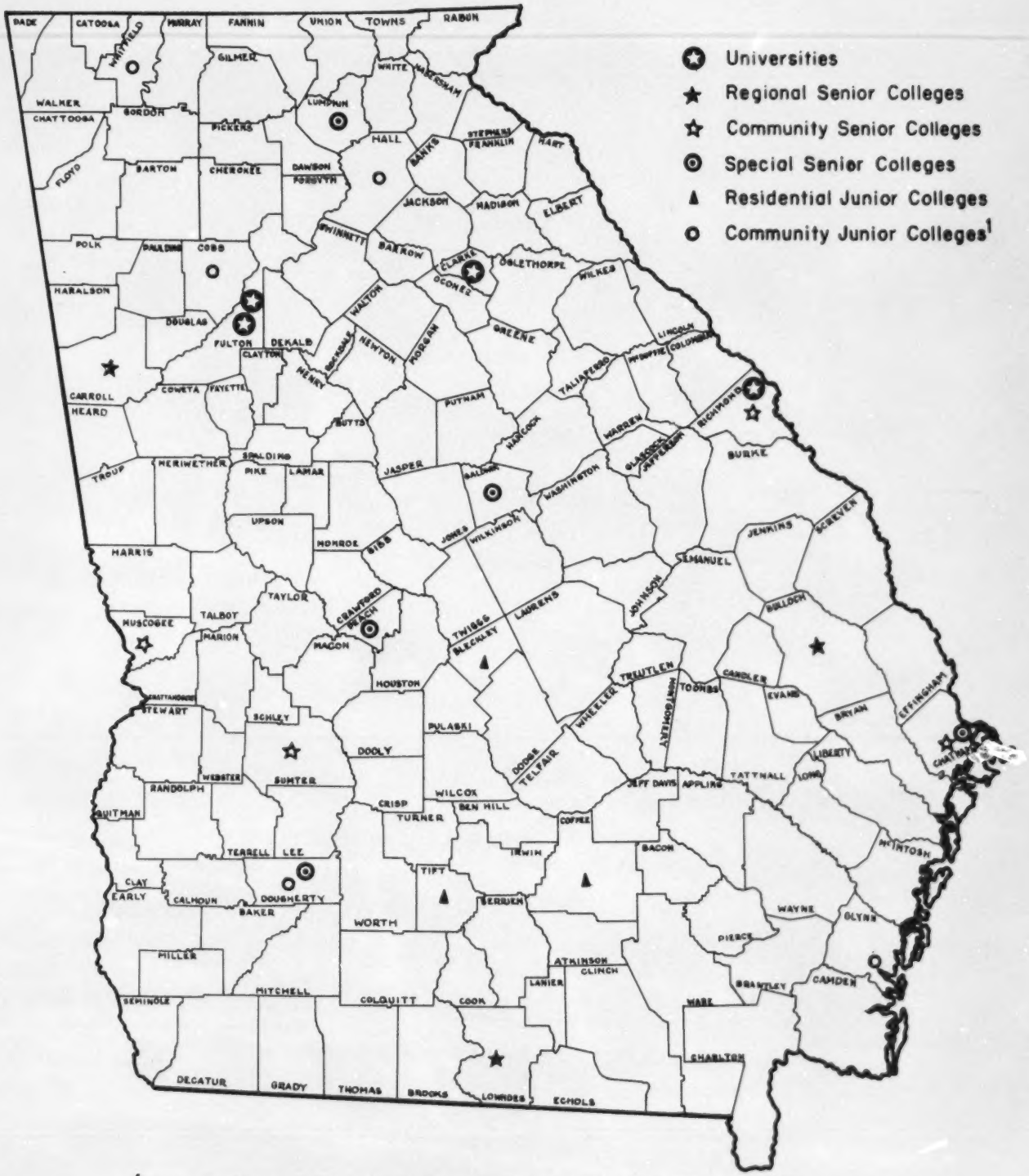


Figure 6.

GEOGRAPHICAL DISTRIBUTION

UNIVERSITY SYSTEM INSTITUTIONS BY TYPE



[1] Includes those Junior Colleges scheduled for completion by 1967.

Figure 7.

THE UNIVERSITY SYSTEM IN 1984